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ABSTRACT

The issue highlights two articles on the topic of legal and educational factors in serving handicapped students. The first, "Governance and Management of Special Education: A Exploratory Analysis of New York City" by N. Bordier, reviews the impact of P.L. 94-142 (the Education for All Handicapped Children Act) on policies and practices in New York City and New York State. Two principal causes for shortcomings are cited: the lack of political support inside and outside the system, and an overly complicated policy formation system. In the second article, "Remediating Instructional and Individual Disabilities: The Case of Richard B.," B. Wilson describes a success story in which a 12-year-old dyslexic bilingual boy was helped to progress academically through parent-professional partnership. Implications for advocacy, greater cooperation among specialists and between parents and professionals, and a broader view of diagnosis are considered. (CL)

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the FORUM

EDITOR
Dr. Herbert L. Foster (402)
Professor, Dept. of Instruction
582 Baldy Hall
State Univ. of N.Y. at Buffalo
Amherst, New York 14260
(716) 636-2451
100 Sedgemoor Court
Williamsville, New York 14221
(716) 634-4156

ASSISTANT EDITOR
Ms. Patricia Skok (402)
Resource Room Teacher
Williamsvile Schools
Williamsville, New York 14221
(716) 689-7057

ASSISTANT EDITOR PROFESSIONAL NEWS
Dr. Jed P. Luchow (498)
70 West 95 Street, Apt. 5H
New York, New York 10025
(212) 662-5842

ASSISTANT EDITOR-INTERN
Alice Kozen (402)
759 Brighten Road
Tonawanda, New York 14160
(716) 835-6849

ASSISTANT EDITOR— LITERATURE REVIEW
George Singfield (71)
Director
Special Services Program
Samuel Field YM YWHA
58-20 Little Neck Blvd.
Little Neck, N.Y. 11362
(212) 225-6750

ASSISTANT EDITORS
TEACHER/CLASSROOM CONCERNS
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The Orchard School
1156 North Broadway
Yonkers, New York 10701
(914) 965-8786

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735 West Lake Road
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Erika Rottenberg (19)
President Elect
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(716) 243-0634

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867 Lyncaster Ave.
Syracuse, New York 13210
(315) 422-3548

Beth Grant (19)
Publications Coordinator
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Conesus, New York 14435
(716) 243-4743

Ed Knopping (390)
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Syracuse, New York 13210
(315) 478-9024

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17 Watkins Ave., Apt. 9
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(607) 433-1554

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Student Governor
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Syracuse, New York 13210
(315) 478-9050

Judy Engel (390)
Membership
400 Comstock
Syracuse, New York 13210
(315) 423-7448

Ann Pia (248)
Student Advisor
8784 Gaskin Road
R.D. 2
Clay, New York 13041
(315) 695-6421

Advisory Board

(Continued from Page 3)

Ann Pia (248)
Student Coordinator
R.D. 2
Clay, New York 13041
(315) 695-6421

Lori Carlson (19)
Student President
735 West Lake Road
Geneseo, New York 14454

Bruce G. Kaiser (1029)
PAN Representative
4263 Virgo Course
Liverpool, New York 13088
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Joel Brodsky (245)
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(516) 567-1121

Thomas Clift (248)
Case Representative-Acting
41 Horicon Avenue
Glen Falls, New York 12801
(518) 792-4519

Dr. Herbert L. Foster (402)
Editor, The Forum
100 Sedgemoor Court
Williamsville, N.Y. 14221
(716) 634-8463

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EXECUTIVE COMMITTEE

Alexander P. Tureaud (615)
President
Cross Pond Road
South Salem, New York 10590
(914) 763-5780 (Home)
(914) 997-2037 (Office)

Edward Shafer (248)
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P.O. 125
Harrisville, New York 13648
(315) 543-2484

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Vice-President
285D-2 Scamridge Court
Williamsville, New York 14221
(716) 633-8859

Mrs. Bertha Perez (805)
Treasurer
59-35 160 Street
Flushing, New York 11365
(212) 762-0579

Donna Nimek (390)
Acting-Secretary
212 Boise Drive
Syracuse, New York 13210
(315) 478-8946

Dr. Gary O. Carman (615)
Past President and
Governing Board Representative
1156 North Broadway
Yonkers, New York 10701
(914) 965-3700

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Regional Representatives

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2679 Blakeley Road
South Wales, New York 14139
(716) 652-1528

Dr. Chigee J. Cloninger *(Rochester)* (19)
P.O. Box 321
Geneseo, New York 14454
(716) 226-8297

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(315) 699-4614

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1116 Warburton Ave., Apt. 1M
Yonkers, New York 10701
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3548 Tryon Avenue
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657 Flanders Drive
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Lois M. Smith *(Long Island)* (248)
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(516) 681-3333

Dr. Deborah C. May *(Albany)* (45)
2 E. Harmony Hills Road
Albany, New York 12203
(518) 869-5473

VIEWPOINT

Nancy Bordier, Ph.D.
Director, Public Management
Development Program
Graduate School of Management
& Urban Professions
New School for Social Research
New York, N.Y. 10011

Bernice Wilson, Ph.D.
Senior Faculty Member
Bank Street College of Education
and
Consultant to the
Director of Special Education
Mamaroneck School District,
New York

The movement to increase the educational opportunities afforded exceptional children must be conducted on two fronts. One is at the policy-making level. Judicial, legislative and executive bodies at all levels of government must continue to generate authoritative mandates requiring the provision of institutional resources and supports to students with special needs. The implementation of these mandates requires studious scrutiny, as indicated by the "Governance and Management" paper which follows. For implementation is not a simple matter. It involves complex interactions of numerous institutions and officials—many of which will fall short of the mark if they do not receive continuous prodding and correctives to adapt policies to practical realities, and vice versa.

The second front requiring concerted action is at the level of the school and classroom. Children with learning problems are penalized by their internal processing difficulties. As the Richard B" paper shows, they are often doubly victimized by insufficient understanding and clumsy handling by the educational institutions in which they spend their days.

Each such child needs a mentor/adovcate in school, not only to guide and teach but also to intervene on his/her behalf vis-a-vis the many people, policies and practices with whom they may collide in the school setting.

The principal of the school should be the primary advocate for such children in his/her school, to assure that their educational potential is fostered to the same degree as "mainstream" students. He/she should exercise leadership in instituting this advocacy role, assuring that those assuming it spearhead the drive to coordinate policies, resources, practices and relationships inside and outside the school. Only such a strategy can provide the indispensable linkages between public policies, on the one hand, and the educational environment and the resources and opportunities it affords students with special needs, on the other hand. This strategy, however, is unlikely to succeed, or even be initiated! without the tenacity and perseverance of those most concerned—exceptional children themselves and their parents and professional advocates.

Governance and Management of Special Education An Exploratory Analysis of New York City

Nancy Bordier, Ph.D.
Assistant Professor of Urban Management
Director
Public Management Development Program
Graduate School of Management
and Urban Professions
New School for Social Research

Paper prepared for presentation
1982 Annual Meeting
American Educational Research Association

Introduction

Through the mid-70's, federal, judicial and legislative mandates* were formulated with the aim of eliminating discriminatory practices within school districts which denied students equitable opportunities because of race, ethnicity, national origin, sex and handicap. Most of these were regulatory policies, based on the premise that local school districts could be induced, via externally-formulated policies, to terminate such practices. This inducement, it was thought, could be provided through the disincentive of the threat of withdrawal of federal funds to noncomplying school districts, which failed to establish procedural mechanisms granting equitable access to educational opportunity.

After the mid-70's, with changing economic conditions, public concerns and political ideologies, as well as judicial postures within the federal court system, these policies were de-emphasized if not sidetracked onto secondary judicial circuits, such as the Office for Civil Rights (OCR), and federal district courts. As Kirp has pointed out (1981), the courts began to act as umpires, declaring practices unconstitutional but not specifying what *was* constitutional relative to educational equity. They ordered plaintiffs and defendants to negotiate compromises which would be acceptable to both and not unconstitutional. The civil rights laws, based on the equal protection and due process provisions of the 14th amendment, remained in place, but their impact would depend not on the vigor of the courts in enforcing them, but on the tenacity of advocate-plaintiffs in using them against educational authorities.

As a result, paradoxically, (given the unfavorable political climate after the mid-70's, relative to the extension of educational opportunity to previously deprived groups), a whole series of state and federal judicial and legislative decisions were formulated recognizing previously denied educational rights and needs of students with handicapping conditions. But unlike previous equity policies of the late 60's and early 70's, most of which (with the exception of Title I) had a regulatory thrust, these policies did not stop at "disincentives" and limited procedural access (Bordier, 1981). Instead, Public Law 94-142, the Education for all Handicapped Children Act, focused on the substantive issue of expected instructional outcomes, and the services that would have to be provided to attain them. Also, positive incentives were offered, in the form of an increasing federal contribution to supplement state and local expenditures. The federal government would pay a graduated percentage of average per pupil expenditures in U.S. public elementary and secondary schools, progressing from 5% in 1979 to a projected maximum of 40% in 1982.

The law, which went well beyond previous laws, seemed to be a political and social anachronism, in terms of public attitudes, and the civil rights posture of many of the country's governmental agencies and officials regarding racial, ethnic and linguistic groups, as well as the two sexes. For it focused on substantive instructional and management issues, and offered financial incentives. (The Bilingual Education Act also offered financial incentives, but on a smaller scale.)

In so doing, it called attention to a neglected category of students, estimated to be 8 million. Various advocacy groups claimed that half of them were receiving either inappropriate educational services or none at all, and the other half were receiving services at illegally segregated schools or within illegally segregated classrooms isolated from regular or "mainstream" students. By requiring states and localities to identify *all* sutdents with handicapping conditions, many of whom had not been previously identified, and to provide them free and appropriate education in the least restrictive environment, it would significantly increase the numbers of students eligible for public school resources within public schools; the kinds of special services which would have to be provided, the numbers and types of special education personnel, and budgetary allocations to pay for these mandated changes.

Interestingly, while the law was passed at the behest of what were primarily white, middle class advocacy

groups and parents, the law would have important implications for racial, ethnic, low socio-economic status, and linguistic minorities. For these groups tended to have equal if not higher proportions of handicapped children than did their predominantly white, middle class counterparts. If the Civil Rights Act had not proved an especially effective vehicle for desegregating de facto segregated schools, the laws relative to handicapping conditions, such as 94-142, and laws and court decisions mandating procedural and substantive opportunities, would allow these groups to place their grievances back on the table under new legal guises.

Such policies could not only reanimate racial, ethnic, linguistic, and social class conflict, they would also exacerbate inter-governmental tensions strained by previous federal efforts to alter local school practices and outcomes. The laws would tax the capabilities of implementing institutions at federal, state and local levels of government in coordinating their policy-making and management responsibilities, threatening to jeopardize implementation of the policy mandate as a whole (not unlike a host of other externally-derived policies which has been gutted at local level throughout the past 15 years). In addition to strains characterizing federal/state/local relations, implementation would compound intra-school system conflict, already characterized by a kind of "institutional gridlock." Bureaucratization of relationships among education stakeholders—lay groups, education authorities, and professionals, via state regulations and negotiated contract settlements, seemed to have left little if any room for maneuver, as well as reservoirs of resentment and suspicion. Scarcely any group would risk changing "lanes" or trying to invent new routes to improved performance, for fear of losing their hand-fought place in line. Externally-formulated policies would offer neither adequate incentives or disincentives for stakeholders to veer off course to promote change (Boyd & Crowson, 1981; Mann, 1982).

In addition, the timing of mandates such as 94-142 was particularly unfortunate, given the state of the national economy, and the budgetary implications of a policy requiring increased state and local expenditures for a group whose numbers would literally burgeon at the press of federal buttons (given the fact that these students had been cumulatively excluded from regular public schools and classes over a period of 75 years, most often with the common accord of educators and parents of both regular and special education students alike (Sarason and Doris, 1979). For some groups had begun to question publicly the importance of educational expenditures even for "regular" white middle class students at college level, given a stagnating economy of saturated job markets. That such groups would provide the political and financial support to provide more equitable opportunities for students with handicapping conditions would be a dubious proposition.

In New York City, the law portended far-reaching consequences. The city public school system in 1974 had identified less than 3% of its students as handicapped, considerably below that of comparable school systems, as well as that of the normal distribution of students with special needs within an average age cohort. Most of the 3% were excluded from regular schools or classrooms. Further, the numbers of racial, ethnic and linguistic minorities in special education schools and self-contained classes was disproportionately high compared with their numbers in the school population as a whole.

Further, at the time of the law's enactment, the city was hovering on the brink of bankruptcy, as it would continue to do throughout implementation, just when the school system would be mandated to provide vastly increased special education outlays. Control of city finances and hence school finances (the city school system being fiscally dependent) had been transferred to a financial control board dominated by business, banking, labor, and state officials—whose immediate concerns would probably not be focused on the civil and educational rights and needs of handicapped and minority children.

Additional complicating factors would derive from relationships among state education departments, central boards of education, and community school district officials, and their overlapping and contested responsibilities for policy-making for the city school system. The New York State Education Department (NYSED) had been monitoring the city system more and more closely. The latter had been fairly autonomous in its functioning and traditionally refractory to state attempts to increase its influence over local operations (Wirt, with Cresswell and Irwin, 1972). Implementation of 94-142 would require more intense interaction among state and local officials, and contribute to tensions among them.

Within the system, the distinct but overlapping spheres of influence of the central board and the teachers union (UFT) were a potential source of contention. Union contract set well-defined parameters within which the central board would have to orchestrate altered staffing patterns to implement special education mandates, and both the union and the advocates of special education would compete for existing funds as well as additional outlays.

The quasi-decentralized city school system further fractured the authority structure for policy-making within the system, and would hamper central board attempts to design new management and instructional systems for the delivery of special education services at regional, district, and building levels. Similar fragmented decisional relationships in school systems generally, have led analysts such as Boyd and Crowson (1981) in reviewing research findings to conclude that school systems' educational goal attainment function, relative to promoting student development and scholastic performance, is atrophied. "Organization maintenance" concerns often appear to have taken priority over student welfare, insofar as stake-holding groups of professionals and lay authorities devote their energies primarily to main-

taining and increasing their power, authority, and influence within the system, particularly as they pertain to their immediate material interests.

Analysis of implementation of special educational legal mandates in New York City from the late 70's through the early 80's raises the issue of whether the intent of such mandates to equalize and improve the accomplishments of special education students has successfully competed with organizational maintenance concerns of education officials. In terms of goal attainment, attention is drawn to the extent to which the city system has succeeded in increasing the numbers of students with handicapping conditions receiving appropriate and effective services in a less restrictive and segregated environment than heretofore, consonant with their individual needs. Further, to what extent has it proved feasible to expand their opportunities and facilitate their development without decreasing those of other students, that is, robbing Peter to pay Paul, thereby exacerbating tensions among various categories of students whose, developmental possibilities, and resources that would be needed to fulfill them, are infinite, while the resources of public support and revenues at hand may be reaching their limits and even declining? Lastly, even if agreement could be obtained among stakeholders within the educational sector on these knotty issues, would those who hold the purse strings outside the system be convinced to extend it the resources required? The outcomes would be determined, in large part, by the actions and interactions among implementing institutions, and the extent to which they converged or diverged relative to the aims of special education mandates. The functioning of these institutions can be examined in the following areas: 1) policy governance; 2) policy management; 3) organizational processes; 4) goal attainment (Bordier and Wilson, 1982).

Relative to policy governance, one would want to ascertain how policy mandates are interpreted and/or amended by the complement of implementing institutions at federal and state and local levels, and by the stakeholding groups which influence them. How do these interpretations and amendments compare, particularly as they move toward institutions at the distal points of the school system, especially at regional, district and building level?

With respect to policy management, what management blueprints, if any, are formulated within implementing institutions specifying the following:

a) how goals are to be formulated and resources allocated;
b) how the organization intends to obtain staff commitment to policy goals;
c) how the organization intends to allocate implementation responsibilities among staff positions, and recruit personnel to them;
d) what procedures and technologies the organization intends to utilize in implementing the policies;
e) how the organization intends, if it does, to monitor and evaluate effectiveness of implementation, and correct inadequacies;
f) how the organization intends to manage external relationships, either to accommodate to, or transform external demands and constraints.

With respect to organization processes, one would need to explore what transpires within implementing organizations, in terms of:

a) goals attained and resources allocated;
b) to what extent, and how, organization obtains staff commitment to policy-relevant goals;
c) how implementation responsibilities are allocated to staff positions, and staff recruited;
d) what procedures and technologies were used to attain policy-relevant goals, and to what extent they proved effective;
e) to what extent did organization monitor and evaluate effectiveness of implementation activities, and correct inadequacies;
f) to what extend did organization accommodate or transform external demands, and what impact did these actions have on goal attainment.

The following analysis explores some of these questions on the basis of existing analyses and documentation, with reference to the implementation in New York City of policy mandates relating to special education during the past three years.

Policy Context

The policies which appear to be of most direct import to the governance and management of special education in NYC include:

1) Public Law 94-142 enacted by the U.S. Congress in 1975;
2. Lora v. Board of Education of the City of New York (1978), U.S Federal District Court;
3) Jose P. v. Ambach (1979), U.S. Federal District Court.

All had legislative and judicial precedents, and each would implicate federal, state and local officials in the specification and implementation of courses of action influencing the school system at all levels of management and instruction. Their goals and objectives, the resource implications of both, and management blueprints are described below.

The purpose of 194-142 as stated in Section 3 (c) was to

> assure all handicapped children have available to them, within the time periods specified in section 612 (2) (B), a free appropriate public education which emphasizes special education and related services designed to meet their unique needs, to assure that the rights of handicapped children and their parents or guardians are protected, and assist States and localities to provide for the education of all handicapped children, and to assess and assure the effectiveness of efforts to educate handicapped children.

Further, Section 4 (18) specified that

> the term "free appropriate public education: means special education and related services which. . .are provided in conformity with the individualized education program required under

section 614 (a) (5).

Section 4 (19) specified that

> the term "individualized education programs" means a written statement for each handicapped child developed in any meeting by a representative of the local educational agency or an intermediate educational unit who shall be qualified to provide, or supervise the provision of, specially designed instruction. . .which shall include (A) a statement of the present levels of educational performance of such a child, (B) a statement of annual goals, including short-term instructional objectives, (C) a statement of the specific educational services to be provided to such child, and the extent to which such child will be able to participate in regular educational programs, (D) the projected date for initiation and anticipated duration of such services, and appropriate objective criteria and evaluation procedures and schedules for determining, on at least an annual basis, whether instructional objectives are being achieved.

In terms of resources, the act authorized grants to states equal to the number of handicapped children aged 3 to 21 who are receiving special education and related services, multiplied by 5% in 1978, with projected increases to 40% by 1982. This sum would never be adequate to pay for the services which the legislation would mandate the states, intermediate units, and local education agencies (LEAs) to offer. In NYC, for example, the federal contribution was estimated not to have covered more than 6% to 10% of the special education budget (Educational Priorities Panel, 1981a). Furthermore, it mandates state and local expenditures for a delivery system that Congress had authorized in 1975, but which would require annual appropriations. The federal initiative would be subject to the vicissitudes of federal politics, as turned out to be the case with the U.S. president's "New Federalisms" economics policies, and block grant schemes. The Congressional legislative process with its grandiose ambitions and financial shortfalls emerging from annual appropriation processes would short-change the implementation process, contributing to the deterioration of federal/state relationships, while at the same time creating frustratingly complex political managerial, and instructional systems.

Further, as Albert Shanker of the UFT has pointed out (1980), a flat grant based on an average of state per pupil expenditure discriminates against localities with high per pupil expenditures, as well as areas with higher per pupil costs due to higher costs of living. The formula neglected to take into consideration either one time only "start up" costs as well as the often higher costs of special education per capita.

In terms of a management system for implementing the law, provisions were included mandating the participation of state and local authorities, parents, educational experts, and legal counsels. Section 615. (a) stipulated

> Any State educational agency, any local educational agency, and any intermediate educational unit which receives assistance under this part shall establish and maintain procedures in accordance with sub-section (b) through subsection (a) of this section to assure that handicapped children and their parents or guardians are guaranteed procedural safeguards with respect to the provision of free appropriate public education by such agencies and units.

Such procedures should include, (Section 615 (b) (A),

> an opportunity for the parents or guardians of a handicapped child to examine all relevant records with respect to the identification, evaluation, and educational placement of the child. . .and to obtain an independent educational evaluation of the child. . .

To assure due process, it was provided that (Section 615 (b) (2) (c),

> If the hearing required. . .is conducted by a local educational agency or an intermediate educational unit, any party aggrieved by the findings and decision rendered in such a hearing may appeal to the State educational agency which shall conduct an impartial review of such hearing. . .
>
> (d) Any party to any hearing. . .shall be accorded (1) the right to be accompanied and advised by counsel and by individuals with special knowledge or training with respect to the problems of handicapped children, (2) the right to present evidence and confront, cross-examine, and compel the attendance of witnesses, (3) the right to written or electronic verbatim record of such hearing, and (4) the right to written findings of fact and decisions. . .

Further, it was stipulated by (Section 615 (b) (2) that

> Any party aggrieved by the findings and decision made under subsection (b). . .shall have the right to bring a civil action with respect to the complaint presented pursuant to this section, which action may be brought in any State court of competent jurisdiction or in a district court of the United States without regard to the amount in controversy.

The law also provided the federal government with sanctions to take against State agencies not complying with provisions of the statute. According to Section 616, state educational agencies could be subjected to withholding and judicial review.

> The Commissioner, after reasonable notice and opportunity for hearing to the State educational agency. . .and to any local educational agency

> or intermediate educational unit. . .shall, after notifying the State educational agency, withhold any further payments to the State under this part. . .and withhold further payments to the State under the Federal programs specified in section 613 (a) (2).

The law did not stop with the establishment of an adversarial process involving parents, school authorities, and federal courts; it set up the structure of such a process not only for the benefit of the federal government but for states. Under the same section, the law provided states the possibility of relief from federal withholding and judicial review, stipulating that a state could file a petition for review of the action with the U.S. Circuit Court of Appeal. Yet in the first stage, the court could only remand the case to the U.S. Commissioner of Education for re-review, and his decision would be conclusive, *unless*, in a second stage appeal, the court would set aside the Commissioner's action. Then the state's position would prevail. If the court did not decide in its favor, the law stipulated that the state could appeal the circuit court's decision to the U.S. Supreme Court upon certiorari.

The law thus contained specific provisions for channeling all parties—local, state, and federal authorities, within legislative, judicial and executive branches—into dense thickets of litigation. Inasmuch as federal equity legislation, such as 94-142, had been intended to serve as a vehicle to *overcome* the insufficiency of the federal courts in enforcing implementation of such decisions as Brown v. Board of Education and its sequels, it is curious to see that same legislative revert to judicial mechanisms for enforcement of legislative enactments whose purpose was to correct judicial delays and subterfuges. By way of explanation, one might surmise that since equity issues were ideologically and politically inexpedient to refute openly, they were sidetracked onto legislative, executive and judicial treadmills of irresolution, undiscernable to the unwriting observer distracted by the highflown language and grandiose pretensions of the legislation. The law thus contained elaborate and intricate mechanisms by which the participants in implementation could stalemate each other via intertwined legislative, judicial and administrative processes.

In addition to litigational provisions, the law paved the way for federal control of intra-state implementation to achieve objectives of the legislation, in cases where there was either sufficient consensus to attempt to implement it, or insufficient opposition to thwart such attempts. States could allocate federal funds only on the following conditions: 1) the state had adopted a policy assuring all handicapped children the right to a free appropriate public education; 2) the state had to develop and submit to the federal government a plan assuring such educational opportunities and the means to provide them.

Thus the law mandated both passage of a state law consonant with, if not duplicative of, the federal law; and the submission of a state implementation plan drawn up according to specifications contained within the law. This was to be carried out in consultation with an advisory board of non-governmental groups, further to enlarge the spectrum of participants in the governance process. States could have refused to follow these directives if they were willing to forego the federal contribution of funds. Yet by receiving federal funds for school programs, they were already subject via the Civil Rights Act of 1964 (CRA), as amended, to prohibitions against discrimination on the basis of race, ethnicity, national origin, sex, and handicap. CRA as well as a whole series of federal and state court decisions provided constitutional grounds and legal precedents for cases which could be brought against states independently of P.L. 94-142. Judgment in these cases should require states and localities to forego federal financial assistance already being received, but also, more importantly, to provide the same services 94-142 required. There was thus then scant justification to refuse the federal contribution that 94-142 offered, however inadequate it might prove in covering the costs of services it mandated.

In addition to 94-142, two cases involving the handicapped in New York City were brought to federal district court, and the decisions in these cases form part of the policy context of the governance and management of special education in the city. In Lora v. Board of Education (1978), local advocacy groups, the Legal Aid Society and NAACP, charged that black and hispanic students attending city special day schools for children with emotional disturbances had been denied equal protection and due process of the law in their placement. In the Jose P. v. Ambach (1979), it was alleged that handicapped students, and in particular bilingual handicapped students, had been illegally denied timely placement in appropriate settings. The judgments in these cases specified in fine detail not only the goals of special services that the city would be required to provide, which echoed those of 94-142, but additionally their instructional and managerial delivery systems, and the time frame within which they were to be established.

In the Lora, judgment, and subsequent decree worked out among plaintiffs and defendants (although it was not a consent decree in that the Board of Education did not accept all of its provisions) it was ordered that

1) children in the Special Day Schools be evaluated or re-evaluated as needed and be reconsidered for placement if their parents had not participated in placement decisions;
2) new procedures be instituted that informed parents of their rights;
3) a new plan setting forth non-discriminatory criteria and procedures be formulated for providing children with the services they need;
4) a staff training program be provided for all members of the New York City school system to begin in the 1979-1980 school year;
5) steps be taken to prevent the unnecessary use of private schools for handicapped pupils at

public expense;

6) additional support staff including guidance personnel and remedial reading specialists be placed in the special day schools. (Roche, 1982)

The judgment was fairly cursory in details and set no time limits for its implementation. The Board of Education's choice of implementation objectives out of those prescribed probably set the stage for the harsher and more detailed mandates contained in the Jose P. decision. For the Board chose to focus on city-wide in-service staff development, involving 70,000 professionals in 950 schools, financed by $823,000 in federal special education funds negotiated through the NYSED. Rather than focus on the design of identification, evaluation, placement, and instructional services, the Board invested in a highly-visible, broad-scale attitude-changing venture, which appears, at least on the surface, as a circumlocutious way of moving children with handicapping conditions off waiting lists which the court had declared legally indefensible. One might speculate that it was oriented more towards creating a public image of compliance than altering actual practices. (Such an hypothesis would find support in the literature on in-service staff development training, which casts doubts on the potential efficacy of externally-contrived, episodic interventions; not to mention the lack of evidence to prove the efficacy of the typical discussion group or workshop to alter prejudicial attitudes and discriminatory behaviors.)

The judgment rendered in the Jose P. case would make many more concrete and detailed demands on the city system. A special master was appointed by the court who conducted negotiations among the plaintiffs and *amici,* which included the United Cerebral Palsy Association, Advocates for Children, and the Public Education Association, and the defendants, including officials of NYSED and the NYC Board of Education. The declaratory judgment in the case found the defendants to have violated federal and New York law and regulations guaranteeing a free and appropriate public education in a timely manner. It ordered the defendants to provide such a placement, which it defined as a period of 60 days from written notification that a child may have a handicapping condition. Further, unlike the Lora Decree, in which the Board was also required to develop appropriate placement procedures, the Jose P. decision ordered the Board to conform to an actual timetable in developing them (April, 1980). They were to include provisions for identifying, evaluating, and placing handicapped students. The evaluation process was specified in detail, especially measures to be taken to assure objective treatment of bilingual students.

In addition, the management system for implementing the decision was required to include the creation by April, 1981 of a new structure within the city system, *school-based support teams* (SBSTs). *Each* public school was to be allocated the services of such a team to serve all children in need of evaluation and placement, according to a timeable designated by a plan called "Special Education in Transition," which was specifically referred to in the judgment. The plan was the fruit of the negotiations conducted by the Special Master among plaintiffs, *amici,* and defendants. (The Public Education Association with foundation support had commissioned a feasibility study of such teams by the State University of New York in Albany (1980), which appears to have served as the basis of the negotiated document.)

The instructional system, mandated in the management plan, and contained within the judgment, ordered the Board to create and fill new staff positions within a new structure, *resource rooms.* By February, 1981, resource rooms were to be established in every school except alternative day schools. The resource rooms would be part of a continuum of services, including,

a) a preventive services program;
b) a transitional support program;
c) resource room programs;
d) all related services;
e) full or part-time self-contained class programs;
f) alternative day school center programs;
g) residential programs;
h) home, hospital and institutional instruction.

It would be the responsibility of the Board to develop appropriate, valid and reliable criteria and procedures justifying the placement of children in any of the services within the continuum. To do so, the Board was to develop a management information system with a data bank to accommodate cumulative student profiles.

The resource room specifically designed for the handicapped was an innovation which would prove to be of some significance to implementation of special education policies in the city. Apparently it was intended to serve as a kind of half-way house between self-contained special education classes and regular classes. On the one hand, it would provide students, who needed some but not a whole day of special services, the opportunity to receive them without being assigned on a full-time basis to a self-contained special education class. Yet resource rooms, in allowing such students to spend time in regular classes, would prevent their being "lost" in the mainstream when they did in fact require some special services. Resource rooms could prevent both special education students and regular teachers from being "overmainstreamed" due to the assignment of special students to regular settings without adequate special support. In the process of implementation, however, there is evidence to suggest that resource rooms as well as SBSTS mandated by the Jose P. decision would not serve the purposes assigned them. Further, they would become bones of contention among a host of protagonists disputing the whys and wherefores of special education implementation in the city, as well as educational and non-educational budget priorities.

State Level Implementation

Prior to the Lora and Jose P. cases, the New York State Legislature had adopted a law, and the

NYSED adopted regulations, reflective of the requirements of 94-142. Both laws and regulations were successively amended to specify in greater detail the framework for the delivery of special education services throughout the state and within NYC, in consonance with the federal law, though with minor changes in emphasis regarding several provisions. These changes in emphasis, however, had a successively greater impact as they moved to the distal structures of local school systems, due to the political, budgetary, managerial, and instructional significance with which they became (or perhaps were initially) imbued.

According to Louis Grumet, assistant commissioner for the education of children with handicapping conditions (New York State United Teachers, 1982), by 1978, it became the policy of NYSED to delabel children, so that they would receive services based upon identified learning needs rather than a label ascribed them, such as "neurologically impaired," "learning disabled," "educable mentally-retarded," etc. (It is not clear that federal and state formulas for allocating funds were changed to accord with this new philosophy, since the "headcount" of children with specific disability labels appears still to be the prime determinant of funding allocations. Nor has it been established that definitions of learning "needs" lead to move valid and reliable categorizations of students with special needs, or that educational services can or have been more finely attuned to defined "needs" than they were to traditional labels (which in themselves were suspect in terms of validity and reliability, given the wide variations in the categories found in different districts, and the tendency for the categories and numbers of students found within them to vary according to "headcount" formulas and differences in dollars allocated to different categories.) Yet the change of modes of identification may be a blueprint of changes intended to occur in the future.) But in early 1982 the New York State United Teachers (NYSUT) took exception to the changes formulated in the new regulations announced the previous year and intended to take effect in July, 1982. The organiztion claimed the regulations would allow for the "mixing" of children with different handicapping conditions, resulting in an increase in the case load of resource room teachers, an increase in the chronological age range of special classes, and an increase in class size at the elementary school level (New York State United Teachers, 1982). NYSUT further concluded that NYSED's proposed changes were basically designed "to allow districts to cut special education services by cutting programs and standards in order to save money for the state and local districts."

State regulations thus diverged from original 94-142 regulations in their effort to delabel handicapped students. Theoretically, from a pedagogical viewpoint, the changes seem justified, if they result in more refined diagnoses, prescriptions, and treatments. Yet their political and budgetary implications appeared to be more salient. For, from the point of view of the governance and management of special education in the city, alteration of the composition of resource room students, pupil-teacher ratios, and the chronological ages of students affected the "headcount" and the resources the state and city must allocate city schools. Changes in regulations would aggravate existing imbalances in federal, state and local shares. State aid to the city in FY 1980 was estimated to amount to $125.13 million, representing but 38% of the revenues of the Division of Special Education of the central board. In FY 1981, the state's share, though it increased to $137.1 million, represented only 32% of DSE revenues (Educational Priorities Panel, 1981a). Again, as with the federal government, the state was mandating the city to provide more special education services than it was funding.

Nonetheless, such mandates had to be enforced, and to assure they would be, Grumet outlined an array of sanctions which NYSE could employ relative to local districts, which would escalate from 1) removal of federal aid; 2) removal of state aid; 3) removal of the Board of Education; 4) removal of the superintendent. (Contrary to some advocacy groups which had urged NYSED to "take over" and operate noncomplying districts, Grumet stated his position that the Department not only had no such power, but that so doing would encourage school districts to disobey the law since by such actions they could divest themselves of responsibility for the "highest" most visible problem" in the district!)

In its relations with NYC, the state has employed one of these mechanisms. It withheld $20 million in state aid from the city for the 1979-80 school year. The state claimed to have found discrepancies of between 10% to 100% in the computerized lists of classes for the handicapped compiled by the city. In large part, the discrepancy grew out of diverging state and city criteria for identifying students receiving special services. The state claimed one hour in the resource room was required, the city claimed that 45 minutes entitled the city to state funds. These discrepancies impeded the state funding process, and brought state and local authorities into conflict.

The state's management system specifying goals and allocation processes also designated the creation of new implementing structures. It called for the establishment of district level Committees on the Handicapped (COHs), and sub-Committees, neither of which were mentioned in 94-142. This new structure would need to be coordinated with existing evaluation and placement units shared among schools, and the SBSTs. Their respective decisions would need to be formulated according to due process procedures, and fit into the framework of the continuum of services, and implementation timetable mandated by the federal district court.

Local Level Implementation

In 1980, subsequent to the court decisions described above, a new executive director of the central board Division of Special Education was engaged. Not too surprisingly, he announced the reorganization of

special education services in the city as per a plan entitled "Special Education in Transition," the same plan which figured in the Jose P. decision (New York City Board of Education, 1979). As described by the director,

> The goals which serve as foundation of the restructured Division (of Special Education) include: delivering services close to the child and teacher where they can be most effective, and defining the services in order to minimize reliance on categories and labels which say little about the individual needs of the children and their families.

Thus, resources from city tax level funds that were allocated to implementation of the plan, which amounted to $170.5 million in FY 1980, would grow to $250.5 in FY 1981, an increase of almost 47%. City tax levy funds allocated to special education would burgeon so as to comprise 59% of DSE's revenues for FY 1981, as contrasted with 32% provided by the state, and 8% provided by the federal government (Educational Priorities Panel, 1981a). The increase of state aid from FY 1980 to FY 1981 amounted to only 10%, and that of the federal government to only 5%.

The city school system was thus to bear the lion's share of the financial responsibility for implementing these new policies formulated outside the district. These policies specified not only goals and objectives, but the management and instructional systems by which they were to be carried out—including entirely new administrative and pedagogical structures, in particular COHs, SBSTs, and resource rooms. Compliance with the court order requiring immediate establishment of SBSTs to identify, evaluate, and place an estimated 10,000 to 14,000 students the court had judged illegaly deprived of "timely placement" would require major structural changes within the DSE and its field offices.

The Office for the Pupil Certification Process, which had included the Committee on the Handicapped, was replaced by the Office for Student Support Services, which would house the COHs and SBSTs (which would become subcommittees of the COHs at school district level), its regional coordinators, and 32 district level supervisors. The plan called for creation of 502 additional positions at an additional cost of $13,000,000 (Cavanna, 1981).

What had been the Office for Field Operations with seven separate bureaus, including the Bronx Region (a decentralized special education pilot project), was replaced by the Office for Instructional Programs and Services. Instead of bureaus defined by handicap, subdivisions were defined in terms of learning needs: developmental learning, social/academic learning, behavioral learning, physical/sensory programs, and language/communication programs (Division of Special Education, 1980). These modifications in the nomenclature of goals and "labels" parallel those of the state, and while the pedagogical rationale is just as plausible at local as at state level, the changes are not devoid of political, budgetary, managerial, and instructional implications.

Structural changes in management and instructional systems at central board, regional, district, and building levels were to provide for teacher training, and the continuum of services outlined in Jose P., which would include resource rooms and the services they would need, as well as self-contained classes and special day schools. These additional services and changes in types and numbers of special education staff, would require additional expenditures of $2,276,227 (Cavanna, 1981). The director's plan was to shift administrative and supervisory positions located in central board DSE offices to regional, district, and building levels, to provide the support needed to integrate services within the continuum specified in the decision, while emphasizing maximal integration of special education students wtihin regular structures. His management blueprint projected the establishment of an informal storage and retrieval system, which would include a student data bank that could serve the identification, evaluation, placement, and annual re-evaluation processes, as well as provide data required by state and federal funding and monitoring agencies.

What did implementation of the plan accomplish, and fail to accomplish, and how can these outcomes be accounted for? First, the roster of students who had been identified as havin special needs had grown from 54,000 in 1979, to 97,000 in 1981. Further, the 14,000 children on lists awaiting evaluation in 1978 had been reduced to 10,000 by the end of 1979, which, according to the DSE director, had been further reduced to 2,000 by Spring of 1981. Whereas only 5400 children and youth with handicapping conditions were in regular classrooms in 1979 (i.e., 10% of children identified as having special needs), 16,000 students were reported to be in the "mainstream", i.e., regular classes, at least on a part-time basis, in 1981, representing 16% of all identified special education students.

From the point of view of "processing," these results are considered impressive by some, but not so impressive by others. The Public Education Association dissents from those impressed with the system's performance. (Public Education Association, 1982.) In fact, it has returned to judicial arenas relative to the Jose P. case. It claims that more than 2,000 students have been awaiting evaluation in excess of 60 days. Further, it claims that more than 5500 students have been awaiting placement for more than 60 days, 2700 for resources rooms, and 2800 for self-contained classes. Further, it alleges that more than 5000 students are not receiving psychological and social work counseling required by their Individualized Instruction Plans (IEPs).

Another criticism leveled at the Board is that few if any students have been declassified or had their classifications changed since initial evaluation. Given the problems of reliability and validity in special

education evaluation (Pfeiffer, 1980), students may be unjustly bearing classificatory labels that could not withstand current scientific scrutiny.

Two further, more over-arching criticims have been addressed relative to the Division's performance. One is that the majority of special education students in NYC schools are "undermainstreamed," i.e. placed in learning settings which are unnecessarily segregative, because they limit opportunities enjoyed by special education students to commingle with regular students (Cavanna, 1981). Sixty-seven percent of the city's special education students, i.e. 59,000, are in self-contained classes, while only 19% of students so classified are in generic or categorical resource rooms permitting them to attend regular classes on a part-time basis. Fourteen percent or 12,000 are in categories labeled "other," presumably special schools, and "private schools." (These percentages are derived from figures contained in Educational Priorities Panel, 1981a.)

The other allegation is that special education students have been "over-mainstreamed" or "maindumped," that is, placed in regular classes or resource rooms without being provided the special services they require (New York State United Teachers, 1982).

Both accusations are difficult to affirm or refute on the basis of existing data. According to NYSED, the system's data base is unable to provide accurate information. What is clear, however, is that the Board's previously increasing investment in special education services—staff, resource rooms, SBSTs, facilities and materials has peaked since Spring, 1981, and little alteration of waiting lists has occurred. At that time, the executive director of DSE left the system. The reason for his departure, according to newspaper accounts (Cavanna, 1981), appears to be that requests for additional tax levy funds of $55 million for FY 1982 and projected requirements of $76 million for FY 1983 were rejected by the city's financial control board. The latter even requested cuts in existing services—including transportation costs as well as administrative costs, either oblivious or disdainful of legislative and judicial mandates relative to special education. This projected downturn in the city's priorities regarding special education, as the director presumably viewed it, would prevent implementation of the "transition plan," and in the process the court orders in which it was incorporated.

Indeed, as the PEA points out (Public Education Association, 1982), the lack of resource rooms to accommodate 2700 students whose IEPs required them, and the failure to increase the 450 SBSTs since mid-1981 (the time of the director's departure) would seem to support the hypothesis that the city school system's priorities and resource allocations were altered by school, city government, and financial control board authorities. The school system simply failed to defend externally-and internally-derived priorities relative to special education, in comparison to competing demands both inside and outside the school system. Yet the efficacy of its own management system is also in question.

Despite allotments of upwards of 1000 administrative, supervisory and instructional positions to implement the transitional plan in 1981 and 1982, they were not filled, and the DSE ran a surplus in its budget of $8 million. The deputy chancellor of the school system attributed the surplus to a loss of from 800 to 900 special education teachers since September. Yet NYSED officials questioned whether the Board was earnestly seeking to hire special education staff, since its own qualified state employees who covertly sought jobs in the system the previous summer were unable to do so. In reply, the director of DSE accused the state of blocking such hiring by obstructing the Board's attempt to abolish the state-mandated and controlled Board of Examiners, on which the NYC Board of Education was dependent for examinations and personnel actions. The latter, according to the director, had held up the hiring process by failing to develop appropriate job descriptions, tests and licenses, and to give examinations and issue necessary licenses expeditiously.

Whatever the reasons, the fact remains that the city has budgeted staff positions which are vacant, while students requiring the services of such staff are denied them, if PEA's allegations are accurate. Whether deliberate or inadvertent, the school system has left vulnerable to budgetary politics resources badly needed in special education, and gleemed the legal rights of special education students by federal courts. It is not the first time the Board has failed to spend authorized and appropriated funds. Despite recommendations from the advocacy groups united within the Educational Priorities Panel, unspent funds were left unspent in 1981. In 1982, EPP itself recommended elimination of vacant administrative positions at DSE, in all likelihood because its overall budgetary recommendations could hardly remain credible if it supported the maintenance of unfilled positions which the Board proved unable or unwilling to fill.

The dilution if not dissolution of special education priorities is illustrated further by changes in the structuring and functioning of resource rooms. First, city officials applied for and received state variances in pupil/teacher ratios, to augment the number of students and reduce per pupil costs from approximately $800 to $600, or so EPP asserts. Further, state regulations sought to increase the numbers of handicaps which can be found within resource rooms. In addition, they proposed to eliminate the mandated minimum of 50% of the school day which special education children are required to spend in the resource room. SED officials claimed this would provide added flexibility, but teachers' organizations claimed they would clear the way for "maindumping" of special students in regular classes to reduce the costs incurred by resource rooms and SBSTs *New York Teacher,* 2/28/82).

In any case, advocacy groups have returned to court alleging Board failure to implement the Jose P. decision, and they point to the evaluation and placement waiting lists, and cessation of service

expansion. The attempt to use the law to force the school system to provide greater opportunities to this category of students, to which it does not equivocally accord priority, is of dubious potential, particularly given that the financial resources that would be needed to implement such a priority are allocated by authorities outside the system. The city's Office of Management and Budget, for example, has proposed that greater numbers of special education students be placed in regular classrooms and resource rooms. This proposal clearly goes in the direction of "main-dumping", and supports the allegation that authorities' primary concern right now is to save money. As EPP points out, special education students in regular classes and resource rooms require special services which can exceed those of self-contained classes, unless students placed in the resource rooms are denied the services that should be provided there. EPP's position is that "a child should be placed in programs according to their needs, not according to potential cost savings."

And yet, in the final analysis, are city governmental officials, educational and non-educational, the only apparent "villains" in what appears to be the sad tale of special education in NYC on a treadmill to oblivion, or, more optimistically, benign neglect, barring a new judicial dictum and a revolution in the relations between the judicial and political processes? It would seem there were other self-destruct forces at work, to be found within the policy, governance, and management designs of legislative and judicial policies, at least if the conclusions of the SUNY study cited earlier are valid (1980).

According to the study, commissioned by the PEA, the events described above were predictable, even barring the continuing fiscal crises of the city, and shifting priorities within the Board of Education, not to mention the possibility of simple ineptitude, which cannot be excluded. The policy designs of governmental agencies at federal, state and regional levels (the district court, for example), may have served to "set up" the city school system to get left "holding the bag" for services they mandated but for which the city had to pay the lion's share. These eventually "broke the bank" in terms of the availability of city tax levy funds, and the willingness of city officials to allocate them to special education to pay for externally-mandated services. Federal and state funding formulae allowed them to pay too little for too much, and their design actually proved a disincentive to policy implementation.

In the first place, the study found that the growth in resource rooms were predictable, but so was their underfunding and understaffing, as well as their lack of coordination with regular classrooms. For DSE, placement in resource rooms would be less expensive than in self-contained classrooms, presumably (though the report does not say so) because placement of a greatly increased number of special education students in self-contained classes would require greatly increased outlays for new facilities and teachers. Placement in resource rooms for part of the day with SBST assistance would mean that special education students could be placed in regular classrooms the rest of the day—a less expensive alternative for the DSE than all-day, self-contained classes.

From another perspective, pupil accounting systems classifying children as special education when they attend a resource room, decrease the pupil base used to allocate dollars to Community School Districts (CSDs) for regular education. Thus the DSE could reduce *its* costs by creating and filling resource rooms, the CSDs could lose funds in the process. It was argued that DSE savings were thus offset by CSD losses, with the result that 1) resource rooms overall were not less costly than self-contained classrooms, but 2) DSE favored them and increased their enrollments in spite of their adverse effects on CSDs. As a result, special education children suffer by improper placement in resource rooms and "mainstreamed" students attending understaffed resource rooms are denied adequate services, while the CSDs' financial position is worsened. To make relations between the special education and regular sectors of local schools even worse, regular teachers in some schools have found themselves "excessed" for budgetary reasons, due not only to decreasing enrollments of "regular" students resulting from demographic trends, but also to the transfer of "regular" students to the special education rosters of resource rooms and self-contained classes. These transfers alter resource allocation patterns as well as staffing patterns, and regular teachers find themselves exiting the school while newly arrived special education teachers remain, paid through other salary lines.

Conclusions

Theodore Lowi has suggested that a constitutional amendment be passed prohibiting legislative bodies from enacting legislation that fails to specify concrete, attainable objectives and effective implementation systems, and to allocate adequate resources (Saxe, 1981). The analysis of governance and management of special education in New York City suggests two principal causes for the disappointing outcomes. One is lack of political support both outside and inside the system. The other lies within the policy-making system, which appears to be too complex and fractured to formulate implementable policies. The city's chancellor, back in court in 1982 defending the city's performance in implementing the Jose P. case, asserted the remedies proposed in the judgment itself were responsible for the failure to attain the judgment's objectives. "The judgment", he declared, "has converted personnel in the field from educators to implementors of legal rules. Its focus on timeliness and the numbers of students served has encouraged a quantitative, assembly-line approach to special education."

The whole story is not told by his analysis. But his experience, as well as the present analysis, suggest the time has come for policy-makers, analysts, and educators to cease working in their respective institutional islands, and devise inter-institutional inte-

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Remediating Institutional and Individual Disabilities: The Case of Richard B.

Bernice Wilson, Ph.D.
Senior Faculty Member
Bank Street College of Education
and
Consultant to the Director of Special Education
Mamaroneck School District, New York

I am like a magnet. Things seem to rush at me.
My mind goes too fast for my tongue.

The following case study describes the school history of a bilingual, dyslexic twelve year old boy of above average intelligence, who entered an American public school system in the middle of first grade, speaking only French. Although he learned to speak English within months, his reading performance dropped farther and farther below that of his classmates and national norms. By fourth grade, he was only reading at a second grade level and experiencing considerable frustration. His dyslexia was not discovered until well into fifth grade. School officials of the two affluent suburban school systems he attended were at loggerheads with him and his mother (an education professional herself), as administrators, psychologists, reading specialists, social workers, English-as-a-Second-Language teachers, learning disabilities teachers, and regular teachers collided amidst contradicting diagnoses of what was wrong and what should be done. What follows is a brief summary of their frustrating, conflicting, but eventually constructive encounters, which finally coalesced to enable the boy to make remarkable if not astouding progress in one year. While much credit and blame can be assigned to various individuals and school practices, the case is presented to illustrate how much progress can be made in individual cases if extraordinary efforts are made by a small number of dedicated individuals. It also points out the urgent need for schools to provide structures to integrate and orchestrate the potential contributions of all concerned professionals and lay persons, inside and outside the school. The fragmentation of efforts of the two school systems involved impeded the progress of the student in the case presented.

History of Child

Richard was born in Switzerland and spoke only French until he was six years of age. He came to this country as a result of his parents' divorce (his mother is American and his father, Swiss), but he spends all vacations in Switzerland where he speaks French.

Richard was not given any screening tests upon entering the first grade in January of 1978. His mother recalls he was given a reading readiness test in late February. The reading specialist indicated he scored very poorly, and reacted negatively and even aggressively to the test, insisting she was going too quickly and that he did not understand. She reported indignantly that he bit off the eraser of his pen! The mother objected in writing to the principal that he had been given a test in English when he was still thinking and speaking in French while trying to learn to read the letters of the alphabet in English.

Comment: Skill at observation could have provided the reading teacher and the school with much important information about Richard: his lack of proficiency in English at that time, his difficulty with processing quickly, and his high degree of frustration. Additionally, adults seem to forget that children are often the best source of information about themselves; a few sympathetic questions put to Richard could have enlightened the teacher about his learning patterns and problems.

Adequate screening could have alerted the school at least to Richard's visual-motor difficulties which would not have been confused by his bi lingualism (as might his speech and language problems.)

In a written evaluation of his first two months, Richard's homeroom teacher wrote:

> Independently, he does very little work. It is only under very structured and supervised situations that he accomplishes anything. With tutoring help, he has just begun the concepts of initial consonant sounds. He, however, still does not know all of the letters of the alphabet. There are many group activities and class gradework that Richard is capable of handling. Even in these instances, he doesn't make much of an effort to participate.

At the end of year, it was recommended that Richard not be promoted to the next grade. Richard's mother requested that he be promoted anyway, and he was.

Comment: The lack of understanding about Richard's learning style and needs set a pattern of failures, preconceived notions about his potential as a student, and growing suspicion between Richard's mother and schoolpeople.

In second grade, Richard received individual instruction in reading only from a part-time Teaching-English-as-a-Second Language (TESOL) teacher with

whom he spoke mostly French. At the end of the year, Richard volunteered that he "hated" reading because he was the only one who wasn't a member of any reading group. Richard's mother asked that he be placed in a reading group. He was so placed, but by that time was four books "behind" the lowest group. In the Spring, his performance on the Stanford Achievements Test placed him in the 32nd percentile in Vocabulary, 6th in Word Reading, 2nd in Reading Comprehension, and 4th in Word Study Skills. Although it was recommended that Richard not be promoted, Richard's mother objected, protesting that his failure to progress was due in part to his having been deprived the stimulation of belonging to a reading group. He was promoted.

In third grade, Richard was placed in a small self-contained homeroom comprised primarily of under-achieving students in which instruction in all subjects was provided by one teacher. After having spent the summer speaking French in Switzerland, Richard tested at a 1.5 reading level. Richard began to attend the Title I Learning Center for four days per week for a half hour per day, to receive individual instruction in reading. The remediation with the TESOL teacher was dropped, due to Richard's "language proficiency", in favor of a remediation class in speech therapy to correct a lisp. The year was uneventful, except that the homeroom teacher observed to the mother in late Spring that, on occasion, Richard seemed to have difficulty copying math problems from the board. Richard's mother came to school with Richard and had him copy a series of math problems from the board, which he did correctly, but neither the teacher nor the mother pursued the matter further. At this time the teacher and the school psychologist suggested Richard be administered psychological tests. Richard's mother refused, stating she did not see what such tests could contribute to understanding or remediating Richard's cognitive lags, except to obscure them with psychological labels.

At the end of the school year, Richard had attained a 2.7 - 2.8 reading level, and his teacher stated he was "strong" in math. The teacher recommended retention, however, because she felt that his progress would not be adequate to enable him to master fourth grade content matter in science and social studies. Again, Richard's mother asked that he be promoted nonetheless, and he was. She wrote the school principal that she felt his homogeneous low-achieving third grade had failed to provide him adequate stimulation. She asked that in fourth grade he be placed in a group with a more balanced mixture of "low, medium, and high-achieving students" and thus be more in the "mainstream".

Comments: Richard's mother had no knowledge of his dyslexia at this time and was given no help from anyone in the school to understand her child's struggles. She was afraid that his learning problems would be ascribed to emotional difficulties and, rather than be helped, he might be stigmatized by psychological testing. A competent psychological examination might have offered illumination, but she had no reason, given her experiences with the professionals involved up to then, to believe that good results would have ensued for her son.

The lack of trust that many parents feel about pschological intervention is extremely dramatic. In this case where the mother is a highly trained and experienced educator herself. School psychologists have much work to do to prove their good will and educational expertise to parents.

Richard returned from a summer in Switzerland in which he spoke only French. In the second week of school, he scored a grade equivalent of 2.3 on the Gates-MacGinitie Reading Test. Richard's mother contacted the teacher and objected to the fact he had been given a placement test so soon after returning from his French-speaking summer environment, and noted she had specifically requested the principal not to administer the test immediately after his return. The teacher said the principal had not notified her of the request, and although she had looked at Richard's cumulative file, she had not remembered he was bilingual. She said that the mother should have sent a note with him to school, indicating he was bilingual and had spent the summer speaking French. The mother replied she thought this should not have been necessary since Richard had been in the school for three years and she had spoken to the principal directly. Nevertheless, Richard was assigned to what he labeled the "lowest" reading group in the fourth grade, based on the test scores.

Richard also said he and his classmates were referred to by each other and other students as "dummies" and "trouble-makers". Richard's mother also observed that the majority of the students were also members of ethnic and racial minority groups. Richard reported the teacher of the group, a male, was the strictest fourth grade teacher. On the first day he had made one minority group student write 500 times that he would not use an ethnic slur in referring to a student belonging to another ethnic minority. Richard said that everyone in the class read very slowly and had to read the same passages over and over again.

Richard's mother wrote the principal that she was "shocked" that a practice of such extreme homogeneous grouping existed, especially since it seemed also to segregate ethnic, racial, and, in the case of her son, linguistic minorities from the mainstream of students. She suggested that as an educational professional herself she saw no pedagogical or social justification for the grouping, and suspected it would not spur the progress of her son or the other students in the group. She asked that the fourth grade reading groups should be reconstituted and her son placed in a more heterogeneous group. The principal refused. He offered to place Richard in the "middle group". His mother expressed reservations that he couldn't succeed in a group where the average reading level was so much higher than Richard's. With misgivings, she accepted and Richard was transferred during the last week of September.

Three weeks after the placement, the mother was told, in a meeting of thirteen members of the school staff, by the reading teacher of the "middle group" that Richard did not have the skills to remain in the middle group. It was suggested that he be "demoted" back to the lowest reading group. In a heated exchange, the mother told the gathering that she wanted Richard to remain in the group, and that it was up to "the school's" professionals to discover not what he *couldn't* do but what he *could* do. She called on them to do a complete diagnostic of her son, and propose a systematic program of remediation. (It should be noted that a learning disabilities specialist was at the meeting, but that Richard's mother had never encountered her previously, nor would she subsequently.)

In the ensuing weeks, the psychologist proposed again that Richard be given psychological tests, but the mother again withheld permission. Rather, diagnostic reading tests were given, and Richard received individualized instruction from the reading coordinator as well as the Title I Center.

Richard remained in the "middle" reading group. Though originally opposed to his presence, the teacher, using her own Socratic method and emphasizing participation by all students in reading exercises involving the whole class, provided strong continuous cognitive and social support to Richard. By the second of three marking periods, she reported his performance "satisfactory". Richard's work in mathematics, science and social studies was assessed as very good throughout most of the year. At the end of the year, for the first time in five years, the school did not recommend that Richard be held back. His Stanford Achievement Test scores showed average performance in all areas except for three sub-tests: Reading Comprehension, which was slightly below average, Listening Comprehension and Mathematics, which were slightly above average.

Comment: The escalation of conflict between the mother and the school personnel was based on an imperfect understanding of Richard's needs and on profound philosophical and educational differences about what to do about "underachieving students". A less determined parent would have been cowed by a meeting of 13 professionals and herself, but her insistence led to at least an adequate reading diagnosis with resultant educational support and some progress on the part of her child. The other parents of the children in the "dummy" track are, presumably, suffering in silence as they and their children flounder.

At the beginning of fifth grade, Richard moved to another school system in the tri-state area. He entered the middle school (grade five and six) of another suburban school system which was also considered excellent. His mother visited the school prior to his entry. In late August she met with the principal, and gave him a copy of the results of Richard's Stanford Achievement Test scores from the previous January, as well as copies of medical reports. Unfortunately, these never found their way into Richard's file, as the principal later reported that they had been mislaid. As in his previous school, Richard was not given a comprehensive screening upon entering the school. He was given only brief reading and math tests devised by the school's teachers, and on the basis of these tests, Richard was placed in on-grade level reading and mathematics classes.

This school, however, was departmentalized, and Richard's behavior was profoundly affected by the instabilities and fractionalization of this new setting. Richard, as described by his teachers, seemed unable to sit still; he became involved in verbal battles with his teachers and classmates; and, eventually, got into physical skirmishes in situations that he could not handle. He was seen as an emotionally disturbed child.

By the end of the first two weeks of school, Richard's mother was contacted by his homeroom science and social studies teacher (one person), who informed her that Richard was not getting his class or homework assignments completed, and was acting out in class. The mother described the teacher's tone as being "punitive". Richard reported to his mother that he had trouble concentrating in class and getting the work done. He was particularly upset by his language arts teacher, whom he said yelled at the top of her voice (not at him but at other students). He mentioned, for example, that she yelled at one girl for not buying a notebook for class, as instructed. Richard felt that the teacher was unfair, since the girl had not bought the notebook because she could not afford one. When the mother asked the principal about the teacher, it was readily admitted that she was a "yeller," but that she screamed only because she cared so much about the students, and that she was really a very popular teacher.

Comment: Learning disabled children, especially those who are hyperactive, often "misbehave" in unstructured and tumultuous situations. (They often also seem extremely sensitive to issues of fairness or unfairness.) The newness of the situation was compounded by the departmentalization of the school. Richard had to adjust to many new teachers, students, and places in the school—all with new and different expectations and explicit and implicit regulations. His neurological system could not tolerate this situation; he acted-out, and was perceived as socially maladjusted.

Richard was not sent for bi lingual screening because his English expressive languge seemed quite adequate to his teachers. All new entrants to this school are discussed at a committee meeting, but the principal of this school had structured the committee to include only administrators, the psychologist, and the social worker, probably for reasons for economy and ease. The learning disabilities teacher, the bilingual teacher, and the reading specialist, therefore, were not present when Richard was found to be an emotionally troubled boy who was something of a troublemaker.

Comment: Richard's French was found subsequently to be a hindrance to his language abilities in

English. His word retrieval problems were compounded by his struggles for English equivalents, especially after vacations, and his thinking and language cadence were French. All this was missed, because, on the surface, his English was adequate.

The principal's organization for screening seems to subvert a multi-disciplinary assessment model, because relevant professionals were excluded from initial determinations about children.

Richard's mother became involved when his homeroom teacher, who also taught him science, called her at her office and reported excitedly that Richard had endangered other children on the bus by his behavior. According to Richard's mother, the teacher said, "I am going to have him tested and then put him up on disciplinary charges." When the mother showed up at school the teacher reported shamefacedly that it was a *different* Richard who had been involved on the bus.

Comment: The teacher's annoyance about this difficult child who would not sit still gave her an anticipatory set (prejudice) about him which caused her to jump to erroneous conclusions.

The implication in her statement was that "testing" was a threat to be used against the child, a notion which is obviously still around, and contributes to the suspicions about psychological assessment mentioned previously.

Richard's mother, who is a highly intelligent and forceful person, demanded a meeting of people who were relevant to Richard's school life. At that meeting, the reading specialist looked at Richard's test scores from the previous school (which the mother had brought again to the school) and said the degree of scatter suggested a learning disability, and she referred the child to the learning disabilities teacher for testing. Richard was diagnosed by the learning disabilities specialist in October and November. This wise professional advised his mother to have an outside psychologist do the psychological testing because of the prejudice against the family which had arisen in the school.

The learning disabilities specialist found the following:

Richard has mild ambliopia and a hearing loss which requires some consideration. Richard exhibits excellent gross motor skills. He scored well on the physical education skills test given by Mr. J. M. and ran third in his class in the cross country race. Richard is right handed. He has not yet developed an automatic sense of right and left. Richard shows much difficulty in his visual and auditory processing. He shows evidences of visual transpositions and reversals on tests three and four of the Slingerland Screening Tests, Form D. He shows weakness in visual sequential memory of letters both in the Slingerland Test Five and in the Detroit Test of Visual Attention Span for Letters. Richard confuses b-d and m-n letter formation visually. Richard's visual motor memory integration as measured on the Detroit Design Subtest, on the Berry-Bukenica and on the Slingerland tests One, Two, Five and Nine is far below age-appropriate standards. His far point and near point copying are neat, but show many self-corrections and several incorrect letter formations. He consistently confuses b-d, m-n, and has difficulty joining letters to u, v and w. He had difficulty in drawing geometric shapes and showed particular problems with diamond forms both vertical and horizontal. However, he did draw more difficult designs, but these could not be counted toward his score because he had already failed the limit. He enjoys drawing designs and did not become frustrated except when designs had to be drawn from memory. Richard scored below age appropriate levels in auditory attention span tests on the Detroit. He remembers better when material is meaningful and scored above age level on a highly structured test of oral directions with visual stimuli. Richard shows difficulty in auditory-motor-memory integretation on the Slingerland. Most errors were in spelling; however, he did reverse a numeral 3. Richard did fairly well on phonic choices of selecting isolated phonic elements on the Slingerland. Richard shows strength in the disarranged picture test. Verbal reasoning abilities were strengths.

Summary: Richard appears to be a child of above intelligence who speaks English as a second language and is academically impeded by a specific language disability in reading, writing and spelling. He shows strength in comprehension of written material, verbal reasoning and verbal skills. He showed exceptional skill in the Disarranged Picture Test on the Detroit. His gross motor development is above average. He shows weakness in visual and auditory processing and in the integration of either modality with fine motor responses. He exhibits visual and written reversals and transpositions of letters. His phonetic decoding skills are at a beginning third grade level, while his comprehension skills are at a fourth or fifth level. His spelling is beginning fourth grade level and math is fifth grade level.

The psychologist's report added the following:

Intellectual Functioning: WISC-R

Verbal Score	112, High Average
Performance Score	128, Superior
Full Scale Score	121, Superior

The pattern of Richard's intellectual functioning is extremely uneven, indicating, a specific language dysfunction and a considerably higher potential than his present scores indicate. Richard's strengths are in his intellectual curiosity and in most areas where expressive language is not involved; knowledge of cause and effect relationships, concept formation and the ability to plan with foresight (when anxiety does not get in the way). When Richard is faced with problems, he shows an extraordinarily fine ability to find compensatory means to achieve success. In many cases, because he is not using optimal pathways, he requires more time than most to accomplish this. Richard's

weaknesses are in time and space concepts, word retrieval problems, a poor memory for names and places, some problems in figure-ground configurations, and fatigueability, especially when tasks are hard or frustrating. His arithmetic concepts are excellent, but he has a poor memory for multiplication and division facts. While his level of vocabulary is abstract, his knowledge of word meanings is not as rich as his intelligence would lead one to anticpate. This is probably related to his reading problems and perhaps his bi lingualism. Sometimes, his knowledge of French helps him, as in his understanding of the words "espionage" and "maneuverer". Richard often has difficulty in attending to verbal directions; his mind seems to wander and he loses the thread of what is said to him. It is important to speak clearly in regular syntax and to check periodically on his auditory reception. Richard uses a great deal of verbal mediation, that is, he talks his way through tasks. This is an excellent strategy for him and should be encouraged. He also tries to hurry himself, but this strategy does not work for Richard. A frank discussion with Richard about his functioning and strategies is very important; he has the ability to understand and try to put into operation suggetions for self-help.

Summary: Richard is a highly intelligent boy with specific language dysfunction, hyperactivity and distractibility. He compensates for visual-motor, auditory processing and articulation problems cognitively and can be quite successful when given enough time and structure. He is extremely frustrated by his uneven functioning and his perfectionism causes him additional discomfort. He is a youngster who desperately wants to do the right thing and he has a great deal of insight and sensitivity into himself and others.

Comment: Richard's problems, emanating from the mix of dyslexic patterns and his extreme frustration caused by his high intelligence and lack of institutional "match" with his needs, were not difficult to unearth. The reading specialist and the learning disabilities teacher suspected a learning disability from just analyzing the test scores from the previous school. The psychologist who was called in hypothesized her findings from a personal and school history obtained from the mother. (Richard's father and uncle were, for example, dyslexic.) If anyone asked Richard, he would have been glad to tell them the nature of his problems. The quotations at the top of the article came from him on the first meeting with the psychologist.

The most important issue in this situation is the difficulty that schools and teachers have in understanding that "bad" behavior can come from learning disabilities: high frustration, inability to deal with fluctuations, movement and lack of structure; misunderstanding of auditory material (in Richard's case, compounded by his bi lingualism); and specific problems which may manifest themselves in some children and not others (concreteness of thinking, tendencies to perservation, vulnerability to fatigue or overloading, memory deficits and the like.) Failures in school, especially, as in this case, in a bright child from an educated family, moreover, lead to anger, self-hatred and hatred of school with a resultant downward spiral of behavior, motivation and performance.

Matters came to a head when Richard came back from a session with the learning disabilities teacher in mid-November and found he had been assigned to a "reject table," a term used originally by the teacher and then by the students themselves. The teacher had selected four girls, each of whom was given a cluster of four desks. Each girl selected four classmates with whom they would most like to sit and work. Those children not chosen by the four girls were assigned to a "reject table," which consisted of four boys, including the absent Richard. He was extremely demoralized by the fact that he had not been chosen while he had been out of the class, and told his mother, when asked how his day had been, that it was a "very bad" day. His mother contacted the principal and assistant principal who interrogated several pupils and confirmed the existence of the "reject table" and the procedure described. At first, they attempted to minimize the incident, but the mother insisted that disciplinary action be taken against the teacher. The latter, who had a part-time job after school, took a voluntary leave of absence from the school at the end of the year.

At the time of the incident, after an initial defensive reaction by the principals, and persistence from Richard's mother, his classes were changed, and he began to receive remediation from both the learning disabilities teacher and the ESL teacher in December of that year.

The psychologist also advised Richard's mother to obtain psychological counseling for him because of the anger and confusion he was experiencing as a result of his school and home problems. Richard had not, for one thing, adequately understood his feelings about his parents' divorce and his life style which kept him shuttling back and forth between two parents whom he loved and for whom he felt divided loyalties. Counseling was started in the autumn of 1982 and continues at the present time with many beneficial results.

Comment: The early refusal of Richard's mother to allow psychological testing was undoubtedly seen as "resistance" on her part. In this case, as in so many others, it was more likely due to her lack of trust of school personnel who had not shown much understanding of her and her son.

Learning disabled children are not immune to other kinds of problems because of their label. More alike other children than not, they tend, however, to be more vulnerable than most and may, therefore, require outside intervention of various kinds. Only the closest and most integrated teamwork can provide the necessary assistance for such children and their parents.

Mrs. F., the learning disabilities teacher, felt that

the one-to-one tutoring situation she had with Richard held the key to their success:

> I could not have accomplished what I did in a group. In the first place, I could tailor my methods to his exact needs, and use his daily performance to determine the following day's curriculum. Second, in the one-to-one situation, Richard could afford to take risks in reading, something he could not do in a group. Lastly, we could talk and become friends.

She felt that her role as advocate was another important ingredient in their relationship. She could, for example, help him with assignments, and intervene when they proved unreasonable for him, and she often acted as interpreter or go-between for Richard with others in the school. She admitted that her role as advocate was not always easy, because many professionals in the school resented the child and his mother, but she felt it her duty to deal with the situation as she understood it in spite of pressure by others. "Richard is a great kid" He needed help, not punishment and criticism."

Richard continued to have many problems in school, but his behavior and functioning gradually improved. He never had evinced any behavioral irregularities with his special teachers, and the relationship with his learning disabilities teacher became very special to them both. She encouraged Richard to continue to tell his mother about any upsetting incidents or reactions he had to school. This strategy facilitated his mother's ability to help him over the rough spots or to intervene when necessary.

Comment: It was lucky for Richard that he had an open relationship with his mother, which was encouraged by his teacher. Many such children suffer in silence, and their unhappiness in school is never alleviated. Richard's mother was, moreover, completely unfraid to tackle the bureaucracy of the school, and, indeed, she finally contacted the superintendent and met with him about middle school practices and functioning.

Many professionals in the middle school became angry, not only at Richard's mtoher, but also at the learning disabilities teacher, who had become Richard's advocate in the school. The principal and some of Richard's teachers continued to think all year that he was an emotionally disturbed child, whose learning disabilities were minor and unimportant.

The learning disabilities teacher was willing to accept the hostility of her peers, but at the end of the year, she transferred to another school (not entirely because of this case, but because of an accumulation of such conflicts.) It takes strong and fearless parents and teachers to oppose nonproductive educational practices of their children's schools.

Richard's academic functioning improved substantially during the year. (See Table 1).

TABLE 1

Woodcock Reading Test

	10/81	6/82
Letter Identification	4.3	6.2
Word Identification	3.3	4.8
Word Attack	2.9	10.1
Word Comprehension	5.1	6.9
Passage Comprehension	5.7	7.4
Total	3.9	5.1

Richard's spelling improved also. On a school standarized test, he moved from a grade point equivalent in October of 3.9 to one of 5.2 in June.

Other areas of functioning improved markedly. His visual-motor abilities (as evidenced by the Beery-Buktenica Test of Visual-Motor Integration), moved from an age score of 6-10 to one of 12-8, even though he was only eleven years old in 1982.

The Slingerland Screening Tests were also administered in the fall and in the spring with the following results (See Table 2):

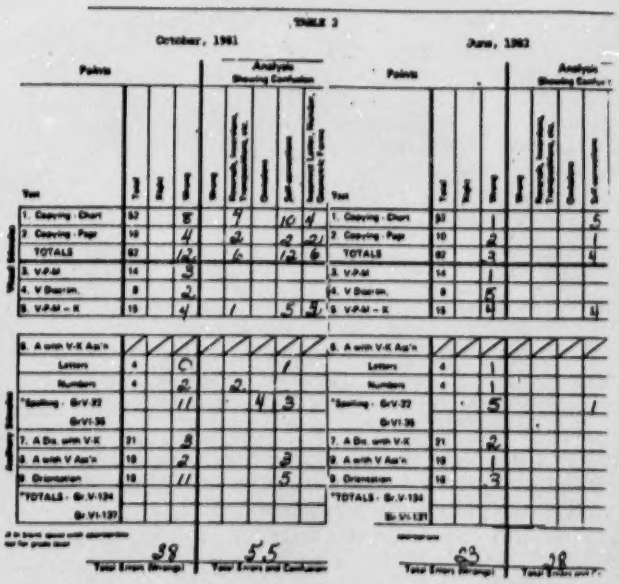

Table 3 will demonstrate Richard's improved functioning on the far-point copying sub-test of the Slingerland Screening Tests:

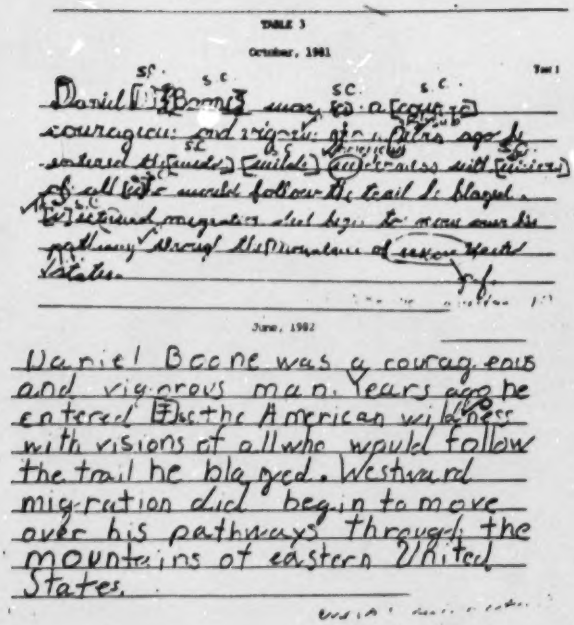

TABLE 3

October, 1981

June, 1982

Daniel Boone was a courageous and vigorous man. Years ago he entered the American wilderness with visions of all who would follow the trail he blazed. Westward migration did begin to move over his pathways through the mountains of eastern United States.

Richard's remarkable improvement in skills was evident even in a group-administered standardized test, the Iowa Tests of Basic Skills, measuring grade levels attained, as follows:

TABLE 4

	October, 1981	October, 1982
Vocabulary	4-0	6-5
Reading Comprehension	4-0	6-6
Spelling	3-4	4-7
Math Concepts	5-3	6-8
Math Problems	4-9	5-3
Computation	3-1	5-5

Richard's present functioning in school in sixth grade has shown much improvement in performance, motivation and behavior. It should be noted that his performance is often uneven, and he frequently experiences and expresses considerable frustration in meeting all the demands placed on him, requiring special attention and support from his teachers. He is, however, well integrated academically and socially in sixth grade. During the present school year, his assistant principal and teachers have been unusually responsive to his needs, and have shown flexibility and imagination in modifying their practices to accommodate his special needs. For example, his new teachers maintain a continuous communication with his mother through his homework assignments and through telephone calls. A helpful practice is the insistence on teacher and parental signatures on Richard's assignment book and on his homework. Additionally, Richard's assignment book became a means of conveying messages from school to home and home to school. A recent message from one of his teachers follows: "Richard was excellent today—terrific attitude—very good social studies homework paper. I am very pleased."

Comment: It is important for all students, and especially for those with learning problems, to feel that their school work, which is, after all, *their* life's work, is of equal interest to teachers and parents. Methods must be maintained to ensure the cooperative effort of both.

We can expect that Richard's behavior and performance will continue to improve, now that everyone, including Richard, understands the true situation of his school functioning. Nothing ever stands still, and success leads to success.

In Conclusion

Institutional disabilities exist even in good schools. Children's functioning needs to be seen in relation to the context: the school and teachers which he faces every day.

Conversation with Richard reveals that he attributes his improvement to his learning disabilities teacher. In fact, when asked by his mother how they could best help his younger brother (who is also dyslexic), Richard replied, "he needs someone like Mrs. F." This reflection of Richard's is consistent with the results of a survey done by the Association for Children with Learning Disabilities (ACLD) in 1982 of 562 LD adults. The greatest help, according to this population, was the one-to-one relationship with a knowledgeable and understanding professional. Schools should not be too quick to relinquish the one-to-one remedial expert, whatever the title, for economic reasons. Proper intervention will prevent a school lifetime of trouble and failure. Such intervention requires not only knowlege and training on the part of professionals, but also institutional structures which encourage and facilitate insightful and honest exchanges among schoolpeople, parents and children.

The following recommendations are made, which, if followed in this case could have saved unnecessary suffering, and expenditure of time and money:

1. An advocacy system is necessary to deal with children with problems and their families. For one thing, the principal of a school should be the primary advocate who should acquire personal and extensive knowledge about any child in his or her school who is experiencing problems. The principal can, thereby, exercise the necessary initiative and responsibility to coordinate relationships within and without the school. Furthermore, a new structure for case management is suggested, whereby one professional in the school would take primary responsibility for a particular family, with the other professionals used as a resource for appropriate information.

2. Multi-disciplinary teams, as structured in most schools, involve fractionalized meetings and reports which may or may not be coalesced at the end of assessment. A new structure is suggested whereby (complete) teams meet at the outset, and, as practical, see the child jointly, to avoid splintering and miscommunication based on different disciplinary outlooks. Parents, as P.L. 94-142 wisely mandates, are appropriate equal members of such a team. What-

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Early Occupational Intervention and Skill Training For TMR Students

Irene S. Pyszkowski, Ph.D. (615)
St. John's University
Staten Island, N.Y.
Former Principal, P.S. 205
Brooklyn, N.Y.

Are we maximizing the potential of the Trainable Mentally Retarded child? Many Trainable Mentally Retarded students are not successful at the Occupational Training Center, and only a few go to the Sheltered Workshop. Consequently many of the TMR young adults remain at home leading sedentary non-productive lives. At the age of 17 the TMR students receive certificates of completion from the elementary school and go to the OTC. They leave the self contained classrooms of the elementary school, which offer highly structured programs designed to teach living skills, "survival vocabulary", and simple number concepts. The elementary school curriculum consists of many activities which are not appropriate for the students' chronological age. It is geared for the younger child. Provisions are not made for training these adolescents in occupational skills. When they arrive at the OTC, they are grouped with students who have already had prior training and have acquired many manual skills. What do these "freshmen" students face at the OTC—frustration and defeat.

A major contributing factor to the lack of achievement of the handicapped child is the overly indulgent parents. The parents do not encourage the child to assume responsibilities, even minimal household duties.

The Coffee Shop

At P.S. 205, an elementary school in Brooklyn, N.Y., a highly motivated and gifted teacher was concerned with the shortcomings in the TMR curriculum. She devised a unique method of dealing with the TMR dilemma. Her program addressed itself to the needs of the students—its aims were to enhance the lives of these children and help them develop their limited abilities and prepare them for a more productive future. To meet these needs she designed and implemented a classroom based "Coffee Shop" operated for school staff and parents. The TMR pupils were completely involved in all facets of running this "coffee shop". It was self sustaining and afforded the students a hands-on approach to vocational training.

New Horizons

Beginnings were humble—the "Coffee Shop" was basically a classroom, with an improvised serving counter, student desks tableclothed and set to accommodate customers. It was provided with necessities, such as: a 4 qt. coffee urn, paper cups, plastic spoons, napkins, coffee, milk and sugar.

Before involving the TMR students with the new venture of the "TMR Coffee Shop", their handicapping conditions had to be dealth with. Though these students were friendly, pleasant and happy, which were fine qualities for entrepreneurs, they had severe motor coordination and perceptual problems (clumsy, awkward and poor balance). The administration and teachers had to plan and develop a stringent training program to help these children compensate for their handicapping conditions, before they could attempt to work with hot coffee. Behavioral objectives had to be developed based upon the students' ability of mastery. These objectives had to be easy to do, easily observed, and readily measured by the teacher. The objectives were to help the students skills which would enable them to operate the coffee shop efficiently. They included: picking up the cup correctly, placing the cup under the coffee urn spout, turning the spout on, filling the cup without overflowing, turning the spout off, carrying the cup without spilling. For each objective a very specific task analysis was developed. The child worked only with cold water. The child repeatedly poured the cold water into a cup from the coffee urn. When the child was competent with handling the cup of cold water, he was then permitted to practice using hot water. With guidance and practice, this task was mastered. Additional tasks, such as, filling the sugar bowl and pouring milk into a pitcher were taught, practiced and accomplished. Coffee was served!

As the children developed proficiency in "coffee serving" more difficult tasks were presented to them. The children learned how to handle many commonly used kitchen utensils, such as: knives, peelers, choppers, graters, mixers, measurers, etc. They advanced to working with cooking utensils which included toasters, skillets, and friers. Teachers and parents were delighted with the program. It expanded and a luncheon menu of salads as well as hot dishes were introduced. The "chefs" prepared sausage and eggs, pepper and eggs, eggplant hero, fried fish, shrimp, chicken etc. To prepare these foods the students had to learn new skills. They were taught to pare, cut and chop vegetables as well as measure and mix ingredients. They also learned to handle hot pans, and how to operate a gas range. There was constant reinforcement in the training so that pro-

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President's Message

After considerable discussion, the Delegate Assembly at the CEC Annual Convention in Detroit, approved a recommendation allowing the National Office to withhold fifty percent of the flowback to federations and chapters, not divisions, for 1982-1983 and 1983-1984. These funds will be used by National to reduce their indebtedness and in my view will seriously curtail the ability of federations and chapters to provide services and activities to their members. In addition to the immediate problems created by this action, current and future memberships may also be in jeapordy.

More than ever it will be necessary for us to seek the support and creative skills of our fellow members in continuing the network of resources that we can call upon at the state and local levels in order to provide meaningful professional activities for our members. We should not let the current state of affairs in Reston overwhelm us. In New York State, with a membership of approximately 3,000, our resources are varied, rich and almost limitless. Our membership can proudly boast of outstanding professionals in all areas of special education, ranging from staff of prestigious universities to national leaders in private and public education, as well as a host of highly skilled self-employed practioners. We must activate this network of resources to strengthen our resolve in keeping CEC alive and vital in New York State.

At our last New York Federation Board Meeting, we agreed to establish a Resource Bureau, which will serve as a clearinghouse for requests by speakers, presentors, and demonstrators, for meetings, conferences or workshops being planned by the federation chapters.

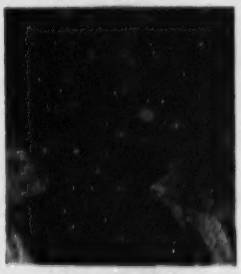
Basically we hope to develop a reserve bank of interested CEC members who would be willing to offer their services to chapters and the federation. The unit requesting these services would pay the expenses of the participants selected from the Resource Bureau. Although most of us follow this procedure now, we have not organized our human resources throughout the state in the past. There is also the possibility of exchanging resource information with other CEC State Federations. In a time of fiscal constraint the bureau could play a vital role in helping us provide quality services to each other. Specific information regarding this service will be published in a subsequent issue of *The Forum*.

In addition, it is our hope that Regional Conferences being planned for the fall will help to mobilize and support our Chapters throughout the state. Dr. Judith Bondurant, Vice-President, is working closely with members in the designated regions so that these conferences can reflect the interests of the chapters. More information may be obtained by contacting the regional conference leaders.

Buffalo:	Mrs. Sally Quinby 2679 Blakely Road South Wales, New York 14139 (716) 652-1528
Albany:	Dr. Deborah C. May 2 East Harmony Hills Road Albany, New York 12203 (518) 868-5473
New York City:	Ms. Lois Smith 53 Heitz Place Hicksville, New York 11801 (516) 681-3333
Syracuse:	Mr. Jeremiah Hartnett 5357 Mudhill Road Brewerton, New York 13029 (315) 699-4614

Since this will be my final message as president, I wish to thank each of you for your interest and support. I heartily encourage each member to rally behind our next president, Ed Shafer, who will need our encouragement and support during this difficult period ahead.

Buffalo Region News



Sally Quinby (402)

A core group of people from Chapter 402 have been working diligently to plan and implement a meaningful area program.

Jean F. McCracken, president; Thomas R. Alcamo, vice-president; and Thomas Assenza, secretary/treasurer, sent out a membership survey in December to determine local needs. They are now in the process of evaluating the returns. (They had a 50% return). Chapter 402 has fallen from a membership of 102 in 1979-80 to a membership of 51 in 1982-83. This decrease in membership is of great concern to us. Our plan is to meet area membership needs, thus building a stronger local foundation.

The 402 Executive Committee has been active in generating ideas and plans for a Regional Area Conference on discipline to be held Saturday, November 5, 1983. In the AM session there will be a double keynote address by Dr. Linda Mandlebaum, of Bowling Green University, on "Cantors Assertive Dis-

cipline" and by Dr. David Hill, Ohio State University, on "A Humanistic Approach to Discipline." In the PM session, a panel of local experts will react to the speakers. Following this, we will form groups and the audience will have the opportunity to ask questions and join in the discussion.

Selected Chapter 402 members participated in a review of the CEC proposed "Professional Standards" and responded in writing to Dr. Chigee Cloninger. The results were reported at the CEC conference in Detroit.

The Buffalo State Student Council for Exceptional Children sponsored "Exceptional Experience Week" March 6-13, 1983. The conference was well planned and well attended.

402 has again planned to co-operate with ANYSEED in planning and implementing their area Spring conference.

Note: If you joined CEC this year, live in the Buffalo area, and did *not* designate Chapter 402 as your federation chapter, would you please call Jean McCracken 875-7206 (w), 695-3103 (h) or Tom Assenza 992-3413 (w) so they can help you become registered 402 members. We need you!

Professional News

Jed P. Luchow, Ph.D. (498)

Don Marozas (45) has completed the degree of Doctor of Education from Teachers College, Columbia University. He has accepted a faculty position at Russell Sage College in Troy, where he has become the Faculty Advisor of a new student CEC chapter. **George Singfield** (71), former Chairperson of the Nassau BOCES Advisory Council for Special Education, was awarded the 1982 Child Advocacy Award. This award is given annually by the BOCES Board of Education, upon the recommendation of the Council and Division of Special Education to an outstanding member of the community for their work in behalf of children. George has been a long standing member of the Council and has served on several other organizational boards in behalf of children. He has been a member and active participant in CEC activities over the past twenty years. His work in the development of programs for children in Nassau County, Queens, and other areas of N.Y. has been extensive.

The Commissioner of Education for the State of New York, Gordon Ambach, has appointed **Alexander Tureaud** (615), President, New York State Federation of Chapters of the Council for Exceptional Children and Director of Special Education of the White Plains School System, to serve a three-year term as a member of the Commissioner's Advisory Panel for Handicapped Children. The panel meets four times a year to advise of unmet needs of handicapped children within the State and to comment on proposed regulations and the distribution of funds for handicapped children.

Profs. **Robin Boncher** and **Steve Weiss** (750) of New York University are sponsoring a training program for undergraduate or graduate students in special education. The students will serve as paid counselors at Camp Remapo-Anchorage in Rhinebeck, which is a therapeutic camp for emotionally disturbed and learning disabled youngsters. Six credits of coursework will be offered through the faculty of New York University. For further information contact Dr. Steve Weiss at (212) 598-2991.

Rick Kern, President, of Yonkers Chapter 615, and **Lynda Reino**, President of Binghamton, Chapter 004, received certificates of merit at the national convention in Detroit, on April 4, at the Leadership Training meeting. The certificates recognized their chapter's outstanding achievements during the past year.

The International Conference on Learning Disabilities will be held in San Francisco, California, from October 6-8, 1983. The conference theme is Bridge to the Future. Information from: Gaye McNutt, CLD Executive Secretary, College of Education, University of Oklahoma, Norman, Oklahoma 73019, (405) 325-4842.

The Buffalo Region will host a Regional Area Conference on discipline on Saturday, November 5, 1983, at SUNY/Buffalo. In the A.M. session, there will be a double keynote address by Dr. Linda Mandlebaum of Bowling Green University, and Dr. David Hill, Ohio State University. For information: Jean McCracken (716) 875-7206 (W) 695 3103 (H).

Note from *The Forum* Ed., Congratulations to Jed and Sharon Luchow on the birth of their son, Robert Sylvan, on November 14, 1982.

As part of a week long series of activities promoting an awareness of handicapping conditions, D'Youville College (Buffalo, N.Y.) S.C.E.C. (483) will sponsor a series of workshops September 30, through October 1, 1983. Dr. Sol Gordon from the University of Syracuse will be the keynote speaker on Saturday, October 1. For information call Alice Kozen, D'Youville College (716) 881-3200.

Corrections—Volume 8 No. 4—Winter 1982

Albert Budnick/The Brothers and Sisters of Severely Handicapped Children, page 4. Printed—

(Continued on Page 28)

State Federation Elections

All nominated candidates for State CEC office were asked to please provide the following information a) a photograph; b) your current position; c) your service record in CEC (include any work at the local chapter, state federation or national level); and d) a 100 word statement regarding what you have to offer the office you seek.

To vote, please use the ballot on the next page of *The Forum.*

Vice President
Sally Quinby (402)
Special Education Teacher
BOCES II, Hardt Road, Eden, N.Y. 14057

CEC Service Record—A member of CEC for the past 12 years. Active "CECer at the local, state, and national level and presently the Buffalo Regional Representative. Presented at many local, state and national conferences. Most recently at the Oct. 1982, National CLD Conference in Kansas City and the Nov. 1982, State CEC Conference at the Concord.

One of the founders of the NYCLD division and served as its Charter President. A member of the National CLD Board and a delegate at the National CEC Assembly. Written for *The Forum* published curriculum materials for Special Education students, and has been consulting editor for the *LDO.*

Statement—CEC is an extremely important part of my professional career. CEC provides special educators with a forum where new approaches, ideas and recent research can be shared and discussed.

Today, for many professionals, time and money preclude state CEC or national CEC involvement. Therefore, this year for the first time, the New York Federation is sponsoring regional fall conferences. These conferences will be in lieu of the annual statewide conference.

I am pleased about this, as I have long been an advocate of a strong "grass roots" program. As we meet local needs, encourage local involvement and strengthen local membership, we will maintain a strong New York State Federation.

I would like to be a part of this process. I would appreciate your vote and the opportunity to serve as V.P. for the New York State CEC.

Secretary
Jed P. Luchow, Ph.D. (498)
Assistant Professor and Coordinator of the program in Special Education at the College of

Staten Island City University of New York

CEC Service Record—Active member since 1970. Served as coordinator of Volunteers at the 1978, National CEC Convention in New York City. Served as Coordinator of the Research Forum at the 1980, National CEC Convention in New York City. Presented a workshop at the 1981, New York State Convention in Buffalo.

Serving as Professional News Editor of *The Forum* since 1981. Serving as Faculty Advisor to Chapter 498 at the College of Staten Island. Serving as Vice-President of the New York State Chapter of the Council for Learning Disabled of the Council for Exceptional Children.

Statement—As an active participant in the Council for Exceptional Children both as a graduate student at Teachers College, Columbia University and as the Coordinator of Special Education at the College of Staten Island, CUNY, I have seen our State's Federation play an important role in our organization. Having attended and participated in both national and statewide conventions, I have seen CEC reach out and effect many teachers of handicapped children who seek information, guidance and support. I feel that by serving in the office of Secretary, I can contribute my skills and knowledge to an organization for which I have the deepest respect.

New York Region #2 Representative
Lawrence Banco (742)
Educational Evaluator for the Committee on Handicapped
District 7, Bronx, New York

CEC Service Record—Member of CEC for more than 10 years. Served as Vice President of the Greater New York Chapter (742) and am currently serving as Political Action Coordinator.

Statement—My goal as a Regional Representative would be to unify the various local chapters in New York City around the many professional issues of common concern to us all. As a coordinated group, we would be more responsive to our membership and provide much needed leadership around improving special education services in New York.

NEW YORK STATE FEDERATION OF CHAPTERS OF

THE COUNCIL FOR EXCEPTIONAL CHILDREN

OFFICIAL BALLOT

1983

DIRECTIONS:
1. Mark an X in the box of the candidate of your choice.
2. All members may vote for Vice-President and Secretary.
3. Members may vote only for the Regional Representative for the region in which they reside.
4. Ballots are to be returned within fifteen (15) days of receipt to:
   Dr. Gary O. Carman
   1156 North Broadway
   Yonkers, New York 10701

Detailed information regarding each candidate is printed in this issue of the *FORUM*.

VICE PRESIDENT *(All members vote for one)*

1. Sally Quinby ☐
2. Other ☐
   (Write name in)

SECRETARY *(All members vote for one)*

1. Jed P. Luchow ☐
2. Other ☐
   (Write name in)

NEW YORK REGION #2 REPRESENTATIVE *(Bronx and Manhattan area members only may vote)*

1. Larry Banco ☐
2. Other ☐
   (Write name in)

REMINDER: Please mark your ballot and return to the following within 15 days of receipt:
Dr. Gary O. Carman
1156 North Broadway
Yonkers, N.Y. 10701

STAMP

Dr. Gary O. Carman
1156 North Broadway
Yonkers, N.Y. 10701

Governance and Management

(Continued from Page 13)

grative mechanisms which permit them to design implementable policies. They need to conduct collective analyses, juxtapose their collective designs, and walk through their alternative, potential scenarios in time and space, before they direct others to fly to the sun with wings and wax. Perhaps this analysis helps to emphasize the need to do so.

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*In the area of legislation, such examples are the Civil Rights Act of 1964, as amended; Title IX of the Education Amendments of 1972; and Section 504 of the Vocational Rehabilitation Act of 1973.

Remediating Institutional

(Continued from Page 20)

ever structure a school chooses, it must provide adequate articulation among such specialists as psychologists, social workers, learning disabilities teachers, reading coordinators, TESOL teachers, etc.

3. There must also be greater articulation and cooperation among specialists and regular teachers in integrating children's activities within the regular classroom with those of specialist support classes.

4. Resource teachers must see their roles as providing support for regular teachers who are being asked daily to work knowledgeably with handicapped children in the mainstream of their classrooms.

5. Professionals must be trained to use refined observations of and extended conversations with children, rather than testing alone, to diagnose children. Test scores can, as in this instance, give a rough estimate of children's progress, but they are poor tools to understand the learning processes and needs of children.

6. Educational intervention should proceed from a linking of treatment and diagnosis, so that emerging patterns of the child will lead to refinement and revision of strategies. That is, because children are never in a static state, teaching must respond accordingly to the changes that are occurring within the children on a continuous basis. Furthermore, teaching must be based on the strengths of the children, far more than on their weaknesses. Or, as Richard's mother said, "It was not up to the school's professionals to discover what he *couldn't* do, but what he *could* do." This turned out to be a great deal.

Early Occupational

(Continued from Page 21)

ficiency was acquired. The children were grouped according to their abilities and assignments were designed to meet their needs. As each child became proficient in his job, he was advanced to a group which performed more difficult assignments. Teachers' observation and assessment of skills was used to determine students' progress.

The Coffee Shop became a vibrant, cheerful, busy center in the school. It operated like a small business enterprise. Before the children started their days work in the "shop" they punched "In" on a time card,

and "Out" upon leaving. The impact of this program upon the lives of the TMR students was immeasurable. Not only did all the experiences and skills learned affect other learning areas, but it was also a very satisfying form of self expression. The students improved math skills by learning to measure ingredients and handle money. Some of the children were able to make change. They also acquired minimal reading skills by identifying labels, and food orders. They developed skills in language arts, oral communication, traveling and the use of the intercom. They received telephone messages for food orders, filled these orders and delivered them throughout the school building. Consumer education was introduced as the student learned to shop for food in the local supermarkets. Each child was required to purchase specific items. The students selected the items, paid for them and brought them back to the "shop". They became acquainted with the school community, befriended the merchants and were accepted by the community. Since the project was self-sustaining, the students earned a small salary for services rendered, and were taught how to save and bank part of their earnings. Everyone involved in the enterprise was elated with the students' accomplishments. The children were now engaged in a meaningful and satisfying learning experience. They had broadened their horizons.

Grown Up

The impact of this program was far reaching. For the first time in their lives, TMR students were treated as young adults. They were given the opportunity to get "grown-up". They were a viable part of the school and community. They experienced success and were respected by all.

Summary

Retarded children can become more independent. With a program such as the "Coffee Shop" preoccupational and vocational skills can be presented in a simple, concrete manner. The "Coffee Shop" puts into practical use the skills stressed in the TMR curriculum in a functional on-the-job training situation. With early intervention, appropriate programs and skill training, the TMR students will handle the Occupational Training Center and later the Sheltered Workshop and thus be prepared for a meaningful future. Programs such as this will upgrade the quality of the life for Trainable Mentally Retarded children.

Corrections

(Continued from Page 23)

"Younger normal siblings may also have anxieties that may develop a severe disability sometime in the future." Should have read, "Younger normal siblings may also have anxieties that they may develop a severe disability sometime in the future." Printed—"Some of the young men and women of handicapped siblings who were interviewed in the Grossman study seem to have benefited by prejudice and the damage it can do." Should have read, "Some of the young men and women of handicapped siblings who were interviewed in the Grossman study seem to have benefited by developing a greater tolerance for deviant individuals and an awareness of prejudice and the damage it can do."

Raymond G. Romanczyk/Comprehensive Services for The Exceptional Child: The Role of Computer Technology, page 12. Printed—However, our philosophy is very strong that these devices are replacement for teacher instruction." Should have read, "However, our philosophy is very strong that these devices are *not* replacement for teacher instruction."

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